

Message Text

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ACTION EUR-25

INFO OCT-01 NEA-10 ADP-00 CIAE-00 DODE-00 PM-07 H-02

INR-10 L-03 NSAE-00 NSC-10 PA-03 RSC-01 PRS-01 SS-15

USIA-12 RSR-01 OMB-01 SAJ-01 TRSE-00 EB-11 ACDA-19

MBFR-03 /136 W

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R 231257 Z JUN 73

FM AMEMBASSY PARIS

TO SECSTATE WASHDC 1256

INFO AMEMBASSY ANKARA

AMEMBASSY ATHENS

AMEMBASSY BONN

AMEMBASSY BRUSSELS

AMEMBASSY COPENHAGEN

AMEMBASSY LISBON

AMEMBASSY LONDON

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AMEMBASSY MOSCOW

AMEMBASSY OSLO

AMEMBASSY OTTAWA

AMEMBASSY REYKJAVIK

AMEMBASSY ROME

AMEMBASSY THE HAGUE

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S E C R E T SECTION 1 OF 2 PARIS 17349

E. O. 11652 : GDS

TAGS: PFOR, FR- US, EEC, NATO

SUBJECT: FRANCE AND THE YEAR OF EUROPE

1. WHILE PROCEDURAL DIFFICULTIES AT LEAST HAVE BEEN
TEMPORARILY PUT ASIDE, FRANCE REMAINS UNCONVINCED OF THE BASIC
NEED TO REVITALIZE THE TRANS- ATLANTIC RELATIONSHIP. U. S.
GOAL OF DEVELOPING A NEW CONCEPTUAL FRAMEWORK OF COMMON
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PRINCIPLES PLACING IN PROPER PERSPECTIVE THE SPECIFIC
NEGOTIATIONS FACING THE ATLANTIC/ INDUSTRIAL NATIONS -
TRADE, MONETARY REFORM, SECURITY, BURDENSARING AND
ENERGY - HAS BEEN MET WITH RESERVE. THIS IN TURN

COULD AFFECT ADVERSELY THE EFFORT TO CONVINCE US OPINION THAT THE TRANSATLANTIC RELATIONSHIP IS SUFFICIENTLY IMPORTANT AND SUFFICIENTLY CAPABLE OF TRANSFORMATION TO VALIDATE THE CONTINUATION OF OUR BROAD COMMITMENT TO EUROPE.

2. FRANCE ' S REACTION TO " THE YEAR OF EUROPE " IS FOUNDED ON SOME BASIC TENETS OF POMPIDOLIAN FOREIGN POLICY:

A. NATIONAL INDEPENDENCE;

B. TRANSPLANTATION OF " INDEPENDENCE " FROM THE NATIONAL TO THE EUROPEAN PLANE THROUGH THE DEVELOPMENT OF A " EUROPEAN UNION " CAPABLE OF EXERCISING INDEPENDENT ACTION VIS- A- VIS THE SUPERPOWERS, ALONG LINES FAVORED BY FRANCE;

C. DEVELOPMENT OF FRENCH INDUSTRIAL STRENGTH IN ORDER TO PROVIDE THE BASIS FOR FRANCE ' S PLAYING A MAJOR, AND HOPEFULLY PREDOMINANT ROLE IN EUROPE; AND

D. THE MAINTENANCE OF STABILITY IN EUROPE VIA DETENTE WITH THE EAST AND CONTINUED GERMAN ADHERENCE TO THE WEST.

3. FRANCE SEES THE EFFORT TO REVITALIZE THE ATLANTIC RELATIONSHIP AS POTENTIALLY CHALLENGING THESE BASIC TENETS. WE ARE FACING, THEREFORE, A POSSIBLE FUNDAMENTAL DISAGREEMENT WITH FRANCE OVER THE NEED FOR A YEAR OF EUROPE.

4. INDEED, IN FRENCH EYES, THE STATUS QUO IS PREFERABLE TO ANY " UNKNOWN " REVITALIZATION BECAUSE AT PRESENT:

A. THE US PROVIDES A LOW COST SECURITY BLANKET UNDER WHICH:

B. THE EUROPEANS CAN DEVELOP THEIR UNION AND FRANCE CAN:
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C. USE EUROPE ' S DEVELOPING ECONOMIC AND POLITICAL STRENGTH AS A BASE FOR PROMOTING FRENCH VIEWS ON MAJOR POLITICAL ISSUES SUCH AS IN CSCE, AND IMPOSING FRENCH VIEWS IN THE ECONOMIC AND MONETARY AREAS.

5. THE FRENCH HAVE UNTIL RECENTLY BY AND LARGE SEEMED UNAWARE OR UNCONVINCED THAT BUILDING DOMESTIC US PRESSURE RENDERS IT INCREASINGLY DIFFICULT TO MAINTAIN THE STATUS QUO AND THAT REVITALIZATION OF THE TRANS- ATLANTIC RELATIONSHIP IS NECESSARY. AT OTHER TIMES THEY HAVE SEEMED AWARE, BUT PREPARED TO RUN THE RISK THAT A NEGATIVE OR AT BEST PASSIVE REACTION TO OUR PROPOSALS COULD ENDANGER THE FUNDAMENTAL BASIS OF THE ATLANTIC RELATIONSHIP.

6. PEHAPS, MORE SIGNIFICANTLY, FOREIGN MINISTER JOBERT' S JUNE 19 SPEECH CONTAINS THE FIRST SIGN THAT THE FRENCH MAY NOW APPRECIATE THE NATURE AND EXTENT OF THESE PRESSURES. HOWEVER, THE SPEECH SUGGESTS FRANCE MIGHT REACT BY VAGUELY " POSING THE QUESTION" OF THE NEED FOR EUROPEAN SOLIDARITY IN THE DEFENSE AREA, (BUT WITHOUT THE CONCOMITANT REVITALIZATION OF TRANS - ATLANTIC LINKS THAT WE SEEK), ON THE GROUNDS THAT AN EARLY WEAKENING OF THE US COMMITMENT IS INEVITABLE BECAUSE OF BOTH US DOMESTIC PRESSURES AND US- SOVIET " COLLUSION."

7. AT LEAST TWO SCHOOLS OF THOUGHT CONCERNING US- EUROPEAN RELATIONS ARE NOW PREVALENT IN FRANCE. ONE FAVORED BY INFLUENTIAL JOURNALISTS SUCH AS LE MONDE' S MICHEL TATU FAVORS A " BRUTAL" UNILATERAL US FORCE REDUCTION AS THE SOLE MEANS TO SHOCK EUROPE INTO DEVELOPING ITS OWN DEFENSE ARRANGEMENTS. THEY ARGUE EFFORTS TO REVITALIZE THE ALLIANCE WILL ONLY DELAY AN INEVITABLE PROCESS OF DIS- ENGAGEMENT WHILE SAPPING EUROPE' S RESOLVE. ONLY AFTER EUROPE HAS ATTAINED ITS OWN " SELF- RESPECT" IN THE DEFENSE AREA WITH A RESULTING LESSENING OF US PRESSURES IN THE ECONOMIC AND POLITICAL AREAS CAN IT AND THE US REALLY BEGIN TO CONSIDER A REVITALIZED RELATION. JOBERT' S SPEECH NOTED ABOVE AND FAVORABLE QUAI COMMENTS ON THE TATU ARTICLE COULD BE INTERPRETED AS POSSIBLY SHOWING INTEREST IN THIS VIEW.

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8. THE OTHER MAJOR SCHOOL OF THOUGHT GENERALLY FAVORED UP TO NOW BY GOF OFFICIALS IS EQUALLY SKEPTICAL ABOUT THE DURABILITY OF THE US COMMITMENT TO EUROPE, AT LEAST AT PRESENT FORCE LEVELS. HOWEVER, THE GOF SEEMS ESSENTIALLY SEEKING TO BUY TIME AT MINIMUM COST TO FRENCH FOREIGN POLICY TENETS DURING WHICH IT CAN MAKE UP ITS OWN MIND ON WHAT FORM EUROPEAN UNION SHOULD TAKEN AND ON THE NATURE OF FUTURE US- EUROPEAN RELATIONS.

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9. THUS, POMPIDOU CALLS FOR THE MAINTENANCE OF SIGNIFICANT US FORCES IN EUROPE AND FOR A STRONG ALLIANCE DEFENSE EFFORT WHILE FRANCE AVOIDS ANY CONCRETE PARTICIPATION IN BURDENSARING. FRANCE ALSO CALLS FOR THE MAINTENANCE OF THE ALLIANCE STRUCTURE WHILE ONLY BEGRUDGINGLY AGREEING TO REVIEW THE IMPACT OF CHANGE ON THE ATLANTIC ALLIANCE AND SUGGESTING THAT A EUROPEAN DEFENSE ARRANGEMENT IS BECOMING INCREASINGLY NECESSARY.

10. THERE ARE INFLUENTIAL GROUPS IN FRANCE, SUCH AS JEAN MONNET' S COMMITTEE OF EUROPE, WHO SUPPORT CLOSE US- EUROPEAN COOPERATION, LOOKING TOWARD AN EVENTUAL ATLANTIC COMMUNITY. HOWEVER, THE INFLUENCE OF THESE GROUPS IS CLEARLY WANING. THEIR LEADERS ARE AGING AND THEIR IDEAS HAVE NOT CAPTURED THE IMAGINATION OF FRENCH YOUTH. IN SHORT, WE CAN EXPECT ONLY LIMITED SUPPORT WITHIN FRANCE FROM THIS QUARTER.

11. BEHIND SOME OF THE FRENCH OBJECTIONS TO REVITALIZING THE ATLANTIC RELATIONSHIP LIES A FEAR THAT ANY WEAKENING OF THE PRESENT STATUS QUO COULD INTENSIFY THE SOVIET THREAT WHICH IN TURN COULD LEAD TO GROWING POSSIBILITIES OF GERMAN NEUTRALITY. IN FRENCH EYES THE PRESENT SITUATION WITH US AND SOVIET FORCES FACING ONE ANOTHER IN CENTRAL EUROPE PROVIDES THE BEST GUARANTEE FOR THE MAINTENANCE OF STABILITY IN THAT REGION BECAUSE IT REDUCES GERMAN MANEUVERABILITY. HENCE, THE FRENCH OFTEN LINK OUR CALL FOR REVITALIZED ATLANTIC RELATIONSHIP WITH GROWING US- SOVIET

COOPERATION AND ARGUE THAT THE NET RESULT WILL BE AN INCREASE IN INSTABILITY IN EUROPE FOLLOWING ANOTHER " YALTA."

12. SOMEWHAT CONTRADICTIONALLY, THE FRENCH ALSO FEAR THAT ONE RESULT OF A REVITALIZED ALLIANCE ALONG LINES FAVORED BY THE US WOULD BE TO BLOCK THE DEVELOPMENT OF EUROPE BY SUBMERGING IT IN A US- DOMINATED ATLANTIC BLOC. ANY REVITALIZED ATLANTIC RELATIONSHIP CAN THUS, IN FRENCH EYES, ONLY FOLLOW THE FULL DEVELOPMENT OF EUROPEAN UNION. SUCH A DEVELOPMENT WILL IN THIS VIEW NEVER TAKE PLACE IF IT IS PRECEDED BY A NEW ATLANTIC CONCEPT LEADING TO CLOSER US- EUROPEAN TIES. A STATEMENT OF ATLANTIC PRINCIPLES MIGHT AT BEST, THEREFORE, FOLLOW THE CONCLUSION OF CURRENT
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SPECIFIC NEGOTIATIONS SERVING AS A SUMMATION OF THEIR GLOBAL RESULTS AND A GUIDEPOST FOR THE FUTURE.

13. FINALLY, THE FRENCH HAVE ALMOST ALONE OBJECTED TO EFFORTS TO DISCUSS THE DEVELOPMENT OF A STATEMENT OF ATLANTIC PRINCIPLES IN AN AD HOC MULTILATERAL FORUM. THEIR VIEW IS BASED ON :

A. CONCERN THEIR EC PARTNERS WILL SEIZE ANY SUCH OCCASION AS A PRECEDENT FOR GIVING THE EC A POLITICAL CONTEXT WHICH FRANCE ARGUES DOES NOT EXIST UNDER THE TREATY OF ROME AND;

B. CONCERN THAT USE OF SUCH A FORUM COULD SET A PRECEDENT FOR ESTABLISHING A US- EC DIALOGUE COVERING " GLOBAL" QUESTIONS AND PROVIDING THE US WITH A MEANS TO " INTERFERE" IN EUROPE' S INTERNAL DEVELOPMENT.

14. IN FRENCH EYES, EUROPEAN POLITICAL AND ECONOMIC DEVELOPMENTS SHOULD FOLLOW SEPARATE BUT PARALLEL PATHS AT LEAST UNTIL THE " EUROPEAN UNION" CAN BE MORE CLEARLY DEFINED. MOREOVER, THE FRENCH RECOGNIZE THEIR ISOLATION ON TRANS- ATLANTIC ISSUES WILL BE MORE VISIBLE IN THE CONTEXT OF ANY AD HOC MULTILATERAL MEETING, THAN IN THE CONTEXT OF EITHER BILATERAL MEETINGS OR DISCUSSION IN EXISTING MULTILATERAL FORA. OBVIOUSLY THEY SEEK TO AVOID THIS.

15. FRENCH RESERVE, SKEPTICISM AND SUSPICION TOWARDS OUR YEAR OF EUROPE PROPOSALS ARE THUS BASED ON DEEP- SEATED FRENCH FOREIGN POLICY TENETS. IN ORDER TO OVERCOME THESE CONCERNS, WE MUST:

A. CONVINCE FRANCE THAT GIVEN GROWING PRESSURE IN THE US FOR REDUCED OVERSEAS COMMITMENTS IT IS IN OUR MUTUAL INTEREST THAT FRANCE AND EUROPE JOIN WITH US IN AN EFFORT TO REVITALIZE THE ATLANTIC RELATIONSHIP IN ORDER

TO MAINTAIN THE VIABILITY OF OUR COMMITMENT.

B. REEMPHASIZE TO FRANCE THAT THE US GOVERNMENT WHOLEHEARTEDLY WISHES TO MAINTAIN THIS COMMITMENT AND BELIEVES IT
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IS IN THE US INTEREST AND ALSO IN FRANCE'S INTEREST
THAT FRANCE HELP US ACHIEVE THIS.

C. CONVINCE FRANCE THAT THE BEST WAY TO AVOID SELF-FULFILLING PROPHECIES OF US DISENGAGEMENT VIA A UNILATERAL ACT OR UNCOORDINATED SLIPPAGE IS TO JOIN WITH US IN REVITALIZING THE ATLANTIC RELATIONSHIP IN KEEPING WITH THE REALITIES OF THE 1970'S.

D. POINT OUT TO FRENCH THAT THE TYPE OF ATLANTIC RELATIONSHIP WE PREFER REQUIRES THE DEVELOPMENT OF A STRONG UNITED EUROPE WHICH THUS REMAINS A GOAL OF US ATLANTIC POLICY; THAT THE US IS NOT SEEKING TO IMPOSE ITS HEGEMONY OVER EUROPE AND IS SEEKING EUROPE'S VIEWS ON OUR FUTURE RELATIONSHIP AND IS NOT TRYING TO IMPOSE US SOLUTIONS; AND

E. PERSUADE FRANCE THAT FAILURE TO AGREE ON A STATEMENT OF PRINCIPLES GOVERNING THE SERIES OF SPECIFIC NEGOTIATIONS FACING US WILL ALMOST CERTAINLY RESULT IN THOSE NEGOTIATIONS CREATING MORE OF A SENSE OF CONFRONTATION THAN OF COOPERATION WITH OBVIOUS NEGATIVE IMPACT ON THE OVERALL TRANS-ATLANTIC RELATIONSHIP.
IRWIN

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